



ADMINISTRATIVE NOTES

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Library Programs Service Fiscal Year 1993 Report

[Information from the LPS annual report for FY 1993 was disseminated at the fall 1993 meeting of the Depository Library Council. The report appears below in its entirety.]

Mission

As authorized by Title 44, United States Code, the Library Programs Service (LPS) administers the Federal Depository Library Program (FDLP), the Cataloging and Indexing Program (C&IP), and manages the distribution component of the International Exchange System (IES) Program for the Library of Congress. These programs are accomplished through the six basic functions of LPS: the acquisition, classification, format conversion, distribution, and bibliographic control of publications; and the inspection of depository libraries.

Summary

Programmatically, fiscal year (FY) 1993 was marked by the enactment of the GPO Access Bill and the issuance of the revised Office of Management and Budget (OMB) Circular A-130. These both demonstrated increased Congressional and Executive Branch awareness of the critical role of the FDLP in delivering Government information to the public. At the same time, there was an intense re-examination of the goals and structure of the FDLP by a variety of stakeholders, in an attempt to achieve consensus concerning the program's future.

Operationally, FY 1993 saw a commitment to the elimination of backlogs throughout LPS resulting in improved timeliness in the delivery of basic services, reductions in the cost of day-to-day operations, and effective articulation of emerging issues affecting the depository library community. FY 1993 highlights include:

- The Acquisition, Classification, and Shipment Information System (ACSIS) was in use for a full year.
- Use of the Roadway Package System (RPS) reduced shipping costs and allowed improved accountability.
- Lighted Bin System enhancements improved shipment quality.

- Operational changes saved over \$1 million.
- Long-standing backlogs were eliminated or substantially reduced.
- The "full-service" concept was incorporated in nearly all LPS' microfiche contracts.
- Equipment was upgraded service-wide, including replacing obsolete personal computers and terminals for ACSIS users, and adding fax machines.
- A revised claims policy was implemented.
- Cataloging production rose 15.65% over the FY 1992 level.
- Financial and management controls over LPS operations were strengthened.

Management Initiatives

LPS' management objectives for FY 1993 included:

- Improving the timeliness of LPS' distribution, claims, and cataloging services;
- Improving LPS' responsiveness to inquiries and other communications from depository librarians;
- Using the improved financial information systems to better track and manage program expenses;
- Fully implementing the Acquisition, Classification, and Shipment Information System (AC SIS), and using the system to improve quality and control over LPS processes;
- Clarifying the roles and responsibilities of LPS' managers, and to re-engineering the Service to optimize the use of automation in the daily work processes; and
- Moving the FDL P forward in the area of electronic information dissemination.

Financial Situation

An unprecedented concentration on finances and a reduction in incoming workload kept the FDL P within the limits of available resources. However, a final accounting of FY 1993's expenditures will not be available for at least one year. LPS has been able to operate the Program within budget for two basic reasons. First, because a Government-wide slowdown in publishing reduced the number of titles coming into the depository program, and second, because LPS has implemented a whole range of cost saving measures.

Early in FY 1993, LPS management was concerned that the financial requirements of the FDL P would exceed the available funding level. An exhaustive review of expenditures was initiated, and variety of cost-saving options explored. Selected members of the depository community participated with LPS managers in this review, and the results of these

deliberations were communicated to the depository community in the November 18, 1992, letter from the Superintendent of Documents.

LPS implemented some of the actions announced in the letter, and took a significant number of other internal and operational reductions. For example, LPS:

- Initiated more economical shipping by using the Roadway Package System for deliveries to libraries.
- Deferred the development of a Local Area Network (LAN).
- Renegotiated our agreement with the Department of Energy, Oak Ridge, to reduce the costs of distributing DoE microfiche.
- Reduced the use of overtime in LPS.
- Reduced travel for outreach and library inspections.
- Eliminated a cataloging contract which was planned for FY 1993.
- Deferred upgrading to ergonomic work stations.
- Negotiated a reduction in the surcharges LPS is charged on printing requisitions.

LPS also made some changes which affect the choice of formats of material available to depository libraries. LPS:

- Reduced the incidence of going back to press on paper titles. LPS is going back to press only for claims core list publications, and only then when all other acquisition channels fail.
- Trimmed the mailing list of institutions which received free copies of the Monthly Catalog.
- Used the ACSIS (Acquisitions, Classification, and Shipment Information System) database to improve ordering accuracy and reduce the necessity to go back to press.
- Limited claims fulfillment services to depositories. Since March, libraries may only claim publications distributed in paper which are on the claims core list, and only regional depositories may claim microfiche distributed by LPS.
- Did not proceed with a prototype CD ROM product for the **Monthly Catalog** cumulative index, and discontinued the 5-year cumulative index on microfiche.
- Converted additional titles to microfiche distribution.

LPS also implemented the selective depositories' voluntary migration from paper to microfiche, using the results of the survey conducted in November and December. 1,170

depository libraries (including 41 regionals) responded to the voluntary deselection survey. Their responses resulted in savings estimated at nearly \$250,000. LPS entered the selective depositories' changes into the Depository Distribution Information System (DDIS) in January, and changes in the quantities ordered and formats began over the late winter months. Throughout FY 1992, LPS has had much better information on depository printing costs. The Depository Obligations Tracking System (or DOTS) reports update LPS week on the obligations for printing. Based on FY 1993's final DOTS report, including "out-year" expenses, a total of \$11,474,511 was obligated for depository library printing.

FY 1994 Financial Outlook

Although a combination of management initiatives and Government-wide circumstances allowed the FDLP to remain within budget for FY 1993, this may not be the case in FY 1994. GPO requested \$33.7 million for the four programs funded by the Salaries and Expenses appropriation, but the amount appropriated was \$29.082 million for the four S&E programs. That is the same funding level as FY 1993.

At the same time, there will be additional demands on these dollars in FY 1994 and beyond. Among these pressures are inflation and library demands for additional products and services. LPS will also begin paying off the software development costs for the ACSIS system. These are capitalized expenses which have been accruing during the system development phase, and will be amortized over five fiscal years. There are other programmatic pressures and choices which will have to be faced over the coming years. For example, the GPO Access Bill has significant depository components, but no additional funding. There are more electronic products in the program, increasing up to 50% to 60% annually. To date these electronic products have not replaced traditional print products.

These pressures call attention to the necessity to face and make choices in the depository library program. The challenge will be to make sound and equitable choices which benefit the public.

Distribution to Libraries

LPS' Depository Distribution Division (DDD) is responsible for the receipt, shipment preparation, and physical distribution of the publications which LPS ships to the depository libraries.

LPS' distribution by format was:

Titles	FY1992	FY1993	Percent Change
Paper	19,254	20,755	7.80%
Electronic	182	292	60.43%
Microfiche	50,114	33,544	-33.07%
TOTAL	69,550	54,591	-21.51%

Copies	FY1992	FY1993	Percent Change
Paper	8,542,434	9,660,636	13.09%
Electronic	95,448	166,517	74.46%
Microfiche	21,111,804	12,640,902	40.13%
TOTAL	29,749,686	22,468,055	-24.48%

This decline in distribution is attributed to two factors:

- A return to near-historical workload levels, once the microfiche distribution backlog was eliminated in FY 1992; and
- An approximately 15% reduction in procured printing entering the FDLP.

Nevertheless, during FY 1993, LPS shipped 661,638 cartons of depository materials to the libraries.

Revised Claims Policies

In March, 1993, the depository library community was notified of the revised claims policy, limiting the specific publications which were eligible to be claimed as well as applying claiming limitations based on library type. A claims core list of titles eligible to be claimed was developed by LPS, based on the list published in Appendix A of the "Guidelines for the Depository Library System." LPS also included a number of titles suggested by documents librarians. Special attention was given to titles of significant public interest. All CD-ROM products, all decennial census publications, and the "all-depositories" distributions under item number 0556-C were also included. The original claims core list has been expanded twice based on input from the field. The most recent expansion added Congressional hearings and other electronic products, such as floppy diskettes.

Beginning in March, 1993, both regional and selective depository libraries were permitted to claim only those paper format titles which appeared on the claims core list. Eligible paper and electronic titles are marked on the shipping lists; and claims are not honored unless the claims-permitted mark is present. Claims for core list titles are also checked against the Depository Distribution Information System (DDIS) in order to verify that the library has selected the item claimed.

With the exception of the few microfiche titles on the "core list" of publications, only regional depository libraries may claim microfiche distributed by LPS. All depositories may claim core list microfiche titles and may continue to claim microfiche distributed by one of LPS' contractors or the Department of Energy. Since nearly all of the microfiche is now being distributed by one of our contractors, the impact of the claims limitation on microfiche has been minimal.

One benefit of processing claims for fewer titles has been that LPS was able to extend the claiming period from 60 to 90 days from the date of the shipping list. Previously,

physical space limitation meant that claims stock could only be stored for 60 days. However, the depository community has been slow to adapt to the limitations on claims. Claims for paper items submitted to LPS remained at 99.55% of the FY 1992 level even though the number of claims-eligible paper titles was drastically reduced.

In order to improve library compliance with new claims policies LPS has published articles in **Administrative Notes**, placed a notice in the shipment boxes, and use a form letter to advise libraries that the item claimed was not on the claims core list.

The purpose of the revised claims policy was to reduce the printing costs associated with automatically ordering 17 claims copies for every title distributed. The full fiscal year impact of the limited claiming policies is an estimated savings of \$500,000.

Reduced Shipping Costs

In May, 1993, LPS began use of the Roadway Package System (RPS), in addition to the U.S. Postal Service (USPS) and the United Parcel Service (UPS). Increased competition for LPS' business led to very favorable rates from both commercial shippers. Nearly all depository materials are now delivered by RPS or UPS, resulting in an estimated savings of \$129,000. LPS has also modified its contractual shipping arrangements, and shipments made by other Federal agencies on our behalf, to use RPS. In addition to reduced depository mailing costs, LPS benefits by improved accountability over shipments, and libraries receive their shipments faster.

Backlog Reductions

In 1992, LPS announced a management decision to concentrate on the elimination of the microfiche backlog. The depository community was advised that this concentration of resources could have undesirable effects in other operational areas, particularly in the area of claims processing. Once the microfiche conversion and distribution backlog was cleared, LPS once again concentrated on the claims backlog. During FY 1993, LPS eliminated the backlog of paper claims, and the processing of paper claims has remained current.

The paper claims backlog, which included claims for items shipped as early as May, 1992, was cleared by an intensive effort of the Depository Distribution Division staff. During this process numerous "non-selects" were identified; in other words, the item claimed was not on the library's current selection profile in DDIS. All non-selected claims were returned to the claiming libraries. Numerous other claims, for which claims stock was no longer available, were stamped "claims copies exhausted" and returned to the claiming libraries. Although LPS is not yet current on microfiche claims, the backlog has been reduced from over 20,000 to less than 8,000.

In a related effort, LPS developed and managed an effort to eliminate the backlog of rain checks. Assisted by two analyst trainees on rotation, LPS reviewed the nearly 1,000 outstanding rain checks, and developed a list of 66 "Rain Checked Publications Due for Fulfillment." This list consisted of claims core list titles and a limited number of other titles deemed essential to the public interest. By September, all 66 of these rain checked titles had been distributed to depositories. Copies of the rain checked titles were obtained from the

publishing agencies, borrowed from depositories, or purchased from the Superintendent of Documents' Sales Program. Every effort was made to obtain each title in its original format. In cases where this was not possible, the title was converted to microfiche.

Lighted Bin System Enhancements

Several Lighted Bin System (LBS) enhancements were made early in FY 1993. These software enhancements allow a supervisor or zone operator to verify the proper operation of the electronics and zone bin light wiring at any time. This greatly reduces the time it takes to detect malfunctioning hardware, resulting in more accurate shipments and reduced claiming. An additional enhancement allows for LBS processing of electronic ("E-number") shipping lists.

Microfiche Program

The other key organization in the distribution cycle is the Depository Administration Branch (DAB), which manages the range of functions necessary to acquire, classify, and convert to microfiche publications for the FDLP and IES Programs. The predominant DAB activities in FY 1993 were the implementation of ACSIS (the Acquisition, Classification, and Shipment Information System), the placement of LPS personnel in Customer Service and Depository Receiving to improve the accuracy of requisitioning and receiving depository stock, and the expanded use of the "full-service" microfiche contracts.

In FY 1993, numerous operational changes had been tried in the efforts to eliminate the microfiche backlog. These changes were intended to increase both contract capacity and the productivity of the Micrographics Section. The most significant change has proved to be the "full-service" microfiche contracts. Under this concept, the contractor, in addition to microfiche conversion, mastering, and duplication services, also performs distribution to libraries and fills any resulting claims. To date the "full-service" contracts have been awarded at a very favorable cost to the Government, and have increased LPS' overall distribution capacity. The "full-service" requirements have been incorporated into LPS' microfiche contracts as they came up for renewal, and by July, 1993, 11 of the 12 contracts were "full-service."

Of the 33,544 microfiche titles distributed by LPS, 11,682 were distributed by the contractors. In terms of copies, contractors distributed 3,729,341 out of a total of 12,640,902 copies. The portion of the microfiche distributed by contractors should be much higher in FY 1994, now that each affected contract has been revised and awarded. LPS and Term Contracts are continuing to work with the contractors to ensure that the requisite shipping list data is provided to LPS for inclusion in the ACSIS data base.

Acquisitions and Classification Processes

Through the intensive joint efforts of OIRM and LPS, ACSIS Phase I has been nearly completed. Phase I consists of the automation of the classification shelflist, the production of skeletal bibliographic records, and requisition and receipt activities. Subsequent phases will incorporate serials control, microfiche conversion, and shipping list generation. ACSIS is designed to eliminate redundant manual files previously maintained by a variety of Sections,

and to build a comprehensive record of each publication in the depository library system. Use of these records should increase accuracy and consistency in ordering, improving accountability while reducing overages, shortages, and back-to-press charges. Contractor deficiencies will also be identifiable at the point of receipt, thus allowing timely corrective action by GPO. Other ACSIS benefits include streamlining the classification practices, and the ability to determine where publications are in the processing workflow.

In the first full year using ACSIS to support daily operations, LPS staff processed a total of 68,597 publications, consisting of 37,625 new titles classified and 30,972 duplicate receipts which were identified and removed from the processing stream. Once again, this continues the trend of reduced numbers of materials coming into the Program.

Use of ACSIS was also enhanced by replacing all of the obsolete and failure-prone Northern Telecom terminals, printers, and processors in LPS with new Idea Courier equipment. One 32 port controller, 20 terminals, and two serial dot matrix printers were procured and installed in the operational areas.

One of the significant impacts of ACSIS on LPS' workflow has been to decentralize the classification process. By placing personnel in Customer Service LPS assumed greater control over and accountability for FDLP acquisitions. In addition, LPS has been able to bring Acquisitions and Classification staff using ACSIS in the Receiving area on the first floor. This early intervention in the processing life cycle will ultimately allow LPS to send forward for distribution only those titles whose quantity has been verified. Shortages can be identified quickly enough that there is still an opportunity to address the contract compliance issues and obtain the correct quantity.

In order to speed up the flow of Congressional publications to our customers, LPS initiated priority processing of the "Congressional Box" in March. Since then, 56 shipments of Congressionals and other high-interest publications have been expedited using this new method.

Following the management initiative to improve responsiveness to the inquiries from librarians, specific personnel were assigned the task of responding to classification and acquisitions inquiries. Notices, new columns in **Administrative Notes**, telephone and fax contacts with librarians were employed to improve communications between LPS and the depository community.

Cataloging and Indexing Program

Bibliographic control of all unrestricted Government publications is the responsibility of the Cataloging Branch (CB), which is also charged with the preparation of the **Monthly Catalog of U.S. Government Publications** and related products. During this fiscal year, a total of 36,737 items were cataloged compared to 31,764 items cataloged in FY 1992, an improvement of 15.65% over the previous year. This considerable increase in the cataloging throughput resulted from improved staff productivity, enhanced utilization of the PRISM cataloging software, and a reduction in the use of non-productive time by the Cataloging Branch staff. Receipts of new cataloging work totalled 47,449 titles, down slightly from the 50,622 titles received in FY 1992.

The backlog of titles which are awaiting cataloging decreased from 19,633 to 15,232. This figure includes 2,000 titles cataloged under contract but not yet incorporated into the **Monthly Catalog**.

Early in 1992 the decision was made to initiate a cataloging service contract for two select groups of 1,000 titles each. This contract, which was awarded in the first quarter of FY 1993, was intended to allow LPS to gain contracting experience, test an enhanced quality control and sampling plan, and establish a foundation for subsequent larger-scale contracting efforts. Unfortunately, this contract has not proved entirely successful.

Contractor quality problems have resulted in substandard bibliographic records which cannot be incorporated into the **Monthly Catalog** products without additional revision by LPS staff. LPS personnel are revising these records to conform with LPS standards, and they will appear in the **Monthly Catalog** during FY 1994. This contract has provided some valuable insights into the contracting process; experiences which will be incorporated into future contracting efforts.

LPS continued in its efforts to identify areas for cooperative cataloging with the Library of Congress and other national libraries. During FY 1993, LPS began preparing a survey of the other national libraries. This survey, when complete, will enable LPS to identify potential cataloging partners which are producing high quality cataloging. A cooperative cataloging effort could enhance LPS' productivity while reducing overall duplication of effort in the Government.

Library Inspections and Outreach

Two hundred and fifty-four depository libraries were inspected during FY 1993. This represents a 23.9% increase over the 205 inspected in FY 1992, due in large part to the two new inspectors hired and trained in FY 1992 who are inspecting full time. At this rate, 18.2% of all depositories were inspected in FY 1992, and the average period of time between inspections at a given library declined to 5.5 years. Nine libraries were placed on probation as a result of deficiencies discovered during inspections, while seven were removed from probationary status based on improvements in compliance which were observed during the re-inspection.

The Depository Services Staff (DSS) revised the inspection ratings from the sometimes contentious Excellent-Unsatisfactory to Compliance-Noncompliance, and added a Summary of Corrective Actions and Recommendations to the Report. These changes are intended to focus the inspection on the clear-cut issues of the libraries' compliance with the requirements established in Title 44, U.S.C.

Four libraries were designated depositories during FY 1993, while ten libraries relinquished their depository status. By the end of FY 1993 there were 1,399 libraries in the FDLP, a reduction of six from one year earlier.

DSS also coordinated the 6th Annual Interagency Depository Seminar. This seminar was presented by GPO, Library of Congress, Patent & Trademark Office, Office of the Federal Register, U.S. Geological Survey, Bureau of the Census, and the Bureau of Labor Statistics.

Sixty-five librarians attended this very popular seminar, which is designed to enhance the knowledge and skills of depository librarians to better serve the public.

The second annual Federal Depository Conference, whose theme was "Effective Library Networking," was attended by 362 depository librarians from all over the nation. GPO speakers included the Superintendent of Documents, and the Director, Library Programs Service, as well as guest speakers from other Federal agencies and the depository community. The "Information Exchange" sessions were well received, and afforded attendees the opportunity to put operational questions to the responsible LPS managers.

DSS led the collaborative effort to revise the **GPO Classification Manual**, and the latest edition was published in February, 1993. This thorough overhaul of the **Manual** incorporated new material on the classification of electronic products and maps, and was edited to conform with the ACSIS processing environment. Extensive revisions to the **Federal Depository Library Manual** are now nearly completed, and this product is in the final proofreading stage. DSS' efforts will result in a more compact and easy to understand **Depository Manual**.

As part of LPS' overall effort to improve communications, DSS added substantial amounts of new information to **Administrative Notes**, and also arranged to have **Administrative Notes** posted on the Internet. Among the new columns and features were:

- Classification/Cataloging Update lists.
- The updates to the Superseded List.
- The lists of "separates" shipping list data.
- All of the presentations from the Federal Depository Conference.

The 1993 **Biennial Survey** was mailed to all depository libraries in September, 1993. The scannable survey response form contains questions extensively revised from the 1991 version. A parallel test of 200 libraries is also being conducted to determine if future survey data may be collected and compiled by the using the Teleform fax software.



[The following report is printed for the information of the depository library community. Its publication does not imply endorsement or sponsorship by the U.S. Government Printing Office.]

Reinventing Access to Federal Government Information

Report of the Conference on the Future of Federal Government Information

Chicago, Illinois
October 29-31, 1993

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For over 150 years, small businesses, entrepreneurs, students, teachers, researchers, state and local government officials, voters, veterans, and the general public have benefitted from a program that provides Federal information to the American people at no fee. The Federal Depository Library Program, operating on a modest budget, has achieved great success by reaching people in every Congressional District.

The continuing effectiveness of this long-standing Program and the public's access to government information are now in jeopardy. Fiscal pressures and the swift transition to electronic information dissemination have strained the ability of Federal agencies, depository libraries, and users to identify, locate, and use government information.

It was a commitment to public access that drew together 160 documents librarians and information specialists in a concerted effort to develop a vision for the Future of Federal Government Information. This working conference was prompted by the proliferation of electronic Federal information, the opportunities for access with a new National Information Infrastructure, and the budgetary pressures and related organizational issues facing libraries and disseminators of government information. The group gathered in Chicago to:

- Articulate a vision for dissemination of Federal government information.
- Develop strategies for the immediate revitalization of the Federal Depository Library Program.
- Identify methods to enhance the role of librarians in the life cycle (creation, dissemination, access, use, evaluation, and preservation) of government information.

Conference participants represented all types of depository libraries and government information service providers; librarians from public, academic, law, state, agency, and other libraries attended. In addition, members of major library organizations actively contributed throughout the entire process. This report reflects the participants' diverse backgrounds and their common commitment to insuring the public's right to no-fee and unrestricted access to Federal government information.

The following report identifies the mission and goals of an effective and responsive system for the dissemination and use of public information, reviews the history of and recent developments affecting the existing Federal Depository Library Program, outlines the responsibilities of each partner in a new Federal Information Dissemination and Access Program, and offers suggestions and tactics for improving public access to Federal government information in the near term. Lists of conference participants, their conference assignments, and institutional affiliations are also provided.

It is our hope that this report will stimulate discussion and provide a user-oriented perspective on the issues surrounding public access to Federal government information. As administrative and legislative initiatives that address these issues circulate, the participants of the Chicago Conference on the Future of Federal Government Information offer this proposal as a model

against which those ideas may be considered. While the report specifically addresses the role of libraries in a model Federal Information Dissemination and Access Program, we recognize that the emerging information environment will employ multiple channels for the dissemination of public information.

PART I

REINVENTING ACCESS TO FEDERAL GOVERNMENT INFORMATION

Mission and Goals

Government information is vital to the economic, educational, and political health of the people of the United States. Timely access to Federal information is a fundamental right of the people. It is a primary component of public education, access to basic health and community services, the right to a responsive government, and achieving the public good.

Mission Statement

The mission of a Federal Information Dissemination and Access Program, offered through cooperating libraries, is to provide and insure equitable, no-fee access to government information in usable and multiple forms to the people of the United States of America.

Underlying Values

Information collected, created, produced, compiled, and/or maintained by the Federal government (except for material restricted for privacy, national security, or other reasons set forth by law), whatever its form, is public information. Public information belongs to the people, is owned by them, and should be accessible to them. The government holds this information in trust and is obligated to provide access to this information and to guarantee its integrity and preservation.

Democracy requires an informed citizenry; access to government information is necessary for the preservation of democracy. In order to promote a knowledgeable and informed populace, access to government information must not be restricted by administrative barriers, geographic location, or ability to pay.

Government information:

- supports education, research, scientific, and technological progress;
- improves public decision-making for economic and democratic development and well-being;

- assists the public in protecting and pursuing societal goals such as health, safety, security, and a clean environment; and
- enables citizens to discharge their civic responsibilities as guaranteed by the Constitution and the laws of the nation.

Government creates, collects, maintains, and disseminates government information. Congress appropriates public funds for these purposes. Government must safeguard access to public information by prohibiting exclusive contracts, privatization of government information, and the application of copyright to government information. It also is responsible for facilitating identification of and access to government information through coordinated systems of intellectual access (for example, through catalogs or locator systems) and for establishing and maintaining programs to make these information products widely available.

Libraries in each State and Congressional District are ideal agents for insuring that government information is readily and widely available. Libraries assist the public in identifying, locating, and using government information. Libraries are uniquely situated and dedicated to providing access to public information.

An organized, cooperative program, such as the Federal Information Dissemination and Access Program described in this report, would be an efficient and cost-effective mechanism for disseminating government information for both Federal agencies and the public. Except for certain specified exemptions, government information should be made available through such a program. Libraries in each State and Congressional District should be selected to participate in the Program. Federal information products provided through the Program should be available to the general public at no fee. Government agencies and entities producing publicly funded information should comply with all laws and regulations regarding the distribution of information through this Program. A central coordinating government authority must be empowered to effectively execute the Program and to insure compliance by all agencies and entities.

Statement of Goals

A model Federal Information Dissemination and Access Program should insure public participation in all phases in the life cycle of government information -- creation, dissemination, access, use, evaluation, and preservation. The goals of such a program are:

1. To provide a strong, central, coordinating government authority to manage and coordinate Federal information dissemination and access activities in a manner that balances usability with cost-effectiveness for the public, libraries, and government agencies. This central authority should have statutory authority to enforce agency compliance with relevant laws, regulations, and policies.
2. To provide access through libraries to government information that aids citizens in the discharge of their civic responsibilities and promotes the common good.

3. To include Program participants, such as Federal agencies, libraries, and the public, in the design of government information products and in the development and promotion of standards.
4. To provide access to government information products without restriction by form or by administrative barriers and regardless of an individual's geographic location or ability to pay.
5. To provide access to government information (except that information specifically excluded by statute), in a timely manner and in forms that are both appropriate and functional for the user and cost-effective for government agencies.
6. To provide comprehensive, standardized descriptions of government information products to enable individuals to identify and locate relevant material.
7. To insure the integrity, accuracy, reliability, and archival preservation of information produced by government agencies.
8. To provide government information products through the Program at no charge to libraries in the Program and to all others at no more than the cost of distribution.
9. To promote and coordinate training for librarians and other information providers in the effective management and use of government information products.
10. To facilitate communication among all Program participants, including the central government authority, other Federal agencies, users, vendors, librarians, and other information providers.
11. To evaluate the Program's effectiveness in meeting its mission and goals.

The Current State of the Federal Depository Library Program

The Federal Depository Library Program provides no-fee public access to government-generated information in a variety of formats, including paper, microform, and electronic, through a network of libraries. Approximately 1,400 libraries located in all fifty states, six territories, and the District of Columbia currently participate. Most depository libraries share resources and expertise through formal and informal networks and in cooperation with regional depository libraries. Together, these libraries attempt to provide both retrospective and comprehensive government information collections and services.

History

Distribution of Congressional government information to libraries was first authorized by the Act of 1813. In 1857, responsibility for documents distribution was transferred to the

Secretary of the Interior, who also was given authority to designate which libraries would receive publications. Representatives and Senators were authorized to designate depository libraries in their district or state in 1858 and 1859. The Superintendent of Documents position was created in the Department of the Interior by the Act of 1869, which also extended depository distribution to include all executive agency publications, except those designed for special use.

The Printing Act of 1895 codified all public printing laws. The act transferred the Superintendent of Documents position from the Interior Department to the Government Printing Office, which had been established in 1860. This legislation became the organic printing act, outlining the duties and functions of the Government Printing Office. As described in the New York Daily Tribune in 1894, the Printing Act attempted "to provide for a more intelligent distribution of government publications by placing them in depositories across the country where they will be convenient to access by the public." The Act also laid the groundwork for standardized description and a catalog of government information.

The Depository Library Act of 1962 represented the most significant changes in depository library legislation since the 1895 Act. The 1962 Act established a network of regional depository libraries and provided for the inclusion of additional categories of libraries. Since 1962, the law governing the structure and administration of the Depository Library Program has remained virtually unchanged.

Historic Principles of the Program

Although the depository law has been revised several times over the years, the guiding principles of the Program basically have remained:

- with certain specified exemptions, government publications shall be made available to depository libraries;
- depository libraries shall be located in each State and Congressional District in order to make government publications widely available;
- these government publications shall be available for the free use of the general public; and
- the Federal government and the depository library community shall share the responsibilities associated with providing no-fee public access to government information.

Recent Developments

Fiscal, technological, and policy developments in recent years, including passage of the Government Printing Office Electronic Information Access Enhancement Act of 1993 (Public Law 103-40), have propelled the depository community into serious consideration of the reorganization of the Program.

● Fiscal Constraints

The budget for the Superintendent of Documents, which is responsible for the Federal Depository Library Program, has remained relatively constant in the past decade while the cost of producing and distributing information has increased substantially.

Budgets of the institutions housing depository collections, including public and state libraries, colleges, universities, and Federal agencies, have also suffered decreased purchasing power; most have suffered actual budget decreases. At the same time, the availability of government information in electronic formats has required libraries to incur significant expenditures for hardware, software, and personnel training in order to provide access to the information.

● Technological Developments

Federal agencies increasingly use desktop publishing, automated databases, and electronic bulletin boards for information dissemination. While these technologies have increased the amount of information generated by the agencies, their use has often decreased the amount of information available to the public through the Federal Depository Library Program, thus either depriving users of important information or increasing costs to the public as they are forced to turn to commercially produced sources for the same information. In addition, electronically disseminated information is less likely to be subject to intellectual access systems, like catalogs or information locators, and less likely to be included in historical preservation systems. These failings deprive present and future scholars and users of access to important government information.

Libraries are also undergoing costly technological changes to meet the needs of their users. As technology has made it possible to retrieve and receive information instantaneously, the demands and expectations of depository library users have increased. Depository libraries must continually develop new services to assist users in an increasingly complex information environment.

● Policy Developments

Congressional administration of Executive branch printing has caused tensions that have resulted in uneven and incomplete access to government information. Federal government information policy has not adequately resolved these jurisdictional concerns, and important agency information products are often not included in the Federal Depository Library Program. The Office of Management and Budget's Circular A-130 (as revised in 1993) encourages Federal agencies to develop electronic information products but does not require that they be included in the Federal Depository Library Program. The Government Printing Office Electronic Information Access Enhancement Act of 1993 (Public Law 103-40) requires GPO to provide "a system of online access to the Congressional Record, the Federal Register, and . . . other appropriate documents." Except for a pilot project, Congress has appropriated no funds to implement this law. Most recently, the ongoing development of a National Information Infrastructure and issues raised by the National Performance Review present new challenges to the Federal Depository Library Program and offer new opportunities to strengthen and improve public access to government information products.

The convergence of the developments outlined above has made it imperative that the depository library community review and restate the mission and goals for a Federal Information Dissemination and Access Program for the 21st century. Ideally, a new program should avoid the deficiencies of the present system, take advantage of current and future information technologies, improve public access to Federal information, and render these services in an efficient and cost-effective manner.

Framework for a Model Federal Information Dissemination and Access Program

Introduction

To provide timely, equitable, and no-fee access to government information to the public, the Federal Information Dissemination and Access Program must be a cooperative network of producing agencies, participating libraries, and a central coordinating government authority. The general framework of this Program outlined below is based on the mission and goals presented earlier in this report.

Responsibilities of Program Partners

Producing agencies:

1. create quality information products in useful formats and offer them to the public through multi-faceted dissemination programs, including the Federal Information Dissemination and Access Program;
2. manage the content, design, and production of information products, mindful that the nature and purpose of some information products will limit the range of usable and appropriate formats;
3. solicit and consider input from the public and Program participants in the design of information products;
4. release products in a timely fashion and in sufficient quantities to support the goal of universal access by the public;
5. notify Program participants about existing and planned products; and
6. provide technical support and user training.

The central coordinating government authority:

1. identifies, obtains, or provides access to government information products regardless of form, except those specifically excluded by statute;
2. works in a proactive partnership with Federal agencies and other information providers in the information infrastructure;
3. provides comprehensive, standardized descriptions (i.e., catalogs or identification/locator systems), in partnership with other government agencies, for all Federal information products following internationally accepted standards for identification and access;

4. distributes products in a timely fashion and in sufficient quantities to support the goal of universal access to the public;
5. distributes or provides access to government information products, in partnership with other government agencies, to participating libraries at no charge;
6. establishes standards and regulations in cooperation with other government agencies and administers the Program to assure compliance;
7. facilitates communication between Program participants, including Federal agencies, libraries, and the public, in the design of government information products and in the development and promotion of standards;
8. provides avenues for evaluation of the Program, including:
 - a. advisory councils with members from Federal agencies, participating libraries, the public, business and industry, and other users;
 - b. an ombudsman for operational issues and concerns; and
 - c. two-way evaluation of all participants and partners in the Program;
9. participates in a variety of dissemination options and channels, including, but not limited to, the Federal Information Dissemination and Access Program;
10. coordinates, maintains, and promotes the sale of Federal information products;
11. assists and coordinates marketing efforts for the Program and information products;
12. insures that all information products within the Program are archived and continue to be accessible, possibly creating, in cooperation with other government agencies, a national collection of last resort that is accessible, properly preserved, well-maintained, and compatible with current and future technology to maintain the usability of electronic products, microforms, and other storage technologies; and
13. requests adequate funding to fulfill its responsibilities.

Participating libraries and librarians:

1. provide timely public access to their government information collections and services at no fee to the user;
2. assist users in the identification, location, use, and personal acquisition of government information;
3. share resources with other participating libraries and with nondepository libraries through interlibrary loan, document delivery, referrals, union listing, and electronic networks;
4. commit sufficient resources to support participation in the Program, including sufficient space, equipment, personnel, and commercially produced finding tools;
5. anticipate the government information needs of their local communities and select resources to satisfy those needs as well as the needs of their primary clientele;
6. cooperate in the archival function of the Federal Information Dissemination and Access Program;
7. promote their government information services to the local community, targeting nondepository school, public, and special libraries for outreach;
8. meet all procedural and operational guidelines of the Program;
9. select from available government information products those products that best meet the information needs of their constituents and communities; and
10. create and/or use catalogs and/or information locators in a comprehensive system that allow users to identify and locate relevant government information products.

Organizational Framework

The organization of the Federal Information Dissemination and Access Program includes the designation of participating libraries and the relationships between participating libraries and: (a) other participating libraries, (b) local communities, and (c) the National Information Infrastructure. These relationships should be designed to maximize the visibility and accessibility of government information.

● Designation of libraries

1. Libraries in every State and Congressional District should be designated as participating libraries.
2. A number of participating libraries are needed to best meet the needs of rural and urban communities and to achieve the goal of universal access.
3. Participating libraries should be of various types, including public, academic, law, special, and government, and of various sizes to best accommodate the government information needs of diverse clientele and communities.

● Organizational and network relationships among participating libraries

1. Geographic clusters or cooperatives of participating libraries should be organized by the libraries themselves to:
 - a. serve community needs by effective and efficient cooperation;
 - b. provide a human connection between electronic information products and the user, particularly the new, infrequent, or unskilled user;
 - c. insure archival collection and historical retention of Federal information products received through the Program;
 - d. secure funding and support; and
 - e. guarantee public access to government information at no fee to users.
2. Participating libraries should develop a coordinated plan in each geographic cluster that would:
 - a. require each participating library to join at least one cooperating cluster of libraries;
 - b. negotiate specific provisions of a formal agreement among cooperating libraries according to local needs and with guidance from the central coordinating government authority; and
 - c. develop guidelines and standards for information dissemination and access services in conjunction with the central coordinating government authority.
3. Relationships and agreements between and among cooperating libraries should provide for flexibility by:
 - a. allowing networks to be comprised of libraries of different types or sizes, subject expertise, specialized services, and/or geographic proximity;
 - b. permitting overlapping cooperative networks to make the best use of each library's strengths; and
 - c. enabling realignments and adjustments to accommodate change as libraries join and/or leave the system.

● The Program must have a strong role in the overall information infrastructure to achieve the goals of universal access and public participation.

1. Each participating library is the local community's gateway to government information, a central part of the local community information infrastructure.
2. The Program is an integral component of the National Information Infrastructure, facilitating the means by which the governed and the government communicate effectively.

Conclusion

Electronic dissemination will be an increasingly significant force in the future of Federal information dissemination and access. While presenting formidable challenges, electronic information also offers new opportunities to allow users, producers, and providers to interact in radically different ways. For users, the response time between information request and delivery will improve, and the amount and variety of information products will increase. For producers, broad and efficient dissemination will result in cost-savings and rapid feedback on information content and usability. The role of librarians will shift from provider to intermediary as users require increasingly sophisticated guidance in navigating a complex information environment. These developments will require a cooperative effort among all parties to insure a successful transition to an electronic environment.

The building of a new information infrastructure is a necessary and worthwhile goal for the nation. But the effective and beneficial use of this system will depend upon the availability of skillful navigation. Today and in the future, it requires extensive technical expertise and advanced interpretive skills to provide meaningful information services. The library is and will remain a common and accessible setting where people from all backgrounds and skill levels may obtain the necessary tools and assistance for accessing and using Federal government information.

PART II

REVITALIZATION OF THE FEDERAL DEPOSITORY LIBRARY PROGRAM

Introduction

The Federal Depository Library Program is in a period of transition from print-based dissemination to a mix of print and electronic formats. In this rapidly changing environment, the Government Printing Office and depository libraries must take steps in the immediate future to prepare for the increased availability of government information in electronic formats and the implementation of the Government Printing Office Electronic Information Access Enhancement Act of 1993 (Public Law 103-40). As partners, we must examine how the Government Printing Office and the Federal Depository Library Program deal with multiple forms of information and related issues of production, dissemination, access, and standardized description.

Recommendations for the Government Printing Office

- Improve communication with government agencies, depository libraries, and other Federal government information providers.
 1. Strengthen communication with the publishing agencies through the Federal Publishers Committee to cooperate on product design and to improve existing information products.
 2. Coordinate with Federal government agencies to prevent duplication of effort in order to insure dissemination of materials at no fee to the depository community.
- Maximize utilization of current and future electronic information networks.
 1. Secure Internet connections for the Government Printing Office and Library Programs Service.
 2. Facilitate communication among and between depository libraries and the Government Printing Office through statewide or other regional networks or library organizations concerning operational issues.
 3. Provide access to electronic government information using network tools such as Gopher, WAIS, and other systems under development.
 4. Establish a locator to find, identify, and retrieve government-produced information and actively participate in the development of the Government Information Locator Service.
 5. Work with the Depository Library Council and/or other organizations of depository librarians to establish a standing committee to identify publications appropriate for electronic distribution.
 6. Cooperate with the Department of Commerce to provide free public access to the FedWorld bulletin board gateway system via depository libraries.
 7. Expand procurement of electronic information products available through the Government Printing Office. Make use of existing Government Printing Office licensed software.
 8. Provide libraries with direct access to those Government Printing Office administrative databases that would facilitate local depository operations (e.g., the cataloging and classification databases).
 9. Identify agency experts to provide technical assistance for electronic products and Government Printing Office resource people to support depository technical operations.
- Take a proactive role in the emerging national information infrastructure.
 1. Obtain representation for the Government Printing Office and/or the Depository Library Program on the Information Infrastructure Task Force.
 2. Obtain representation for the depository library community among the members of the United States Advisory Council on the National Information Infrastructure.
 3. Become involved in development and adoption of technical standards (e.g., Z39.50), through standards-making organizations, inter-agency groups, and individual agencies.
- Maximize the resources of the Depository Library Program.
 1. Evaluate current depository program structure to more effectively allocate resources.

2. Provide as much flexibility as possible for geographical regions to develop cooperative sharing arrangements which meet local needs.
3. Develop mechanisms for documenting and enforcing formal cooperative collecting agreements for depository items.
4. Prepare union lists of item selections to facilitate appropriate interlibrary referrals and shared collection management decision-making.
5. Refine the material selection process to allow for greater specificity; for example, an expanded Superintendent of Documents classification system may be a suitable basis for selections.
6. Work toward an equitable and cost-effective distribution of depository libraries, reviewing existing depositories and recommending retirement of depository status or other actions where appropriate.
7. Continue to support efforts to share cataloging responsibilities.

Recommendations for Depository Libraries

- Obtain resources for managing electronic information.
 1. Acquire the hardware and technical support to provide depository access to electronic information that is distributed with search-and-retrieval software (e.g., GO, BROWSE, ROMWARE) within five years.
 2. Set minimum technical and service guidelines or benchmarks, in collaboration with Library Programs Service.
 3. Notify the Library Programs Service if assistance is needed to meet the guidelines, via the Biennial Survey and other communications.
- Strongly encourage and support sharing of expertise to insure access to electronic information products.
 1. Participate in the Library Programs Service's efforts to foster resource sharing through projects such as the Reader's Exchange, and Electronic Corner in Administrative Notes.
 2. Deliver publications effectively through national interlibrary loan networks, making use of all available technologies.
 3. Develop consortium-based or other projects for the efficient delivery of government information.
 4. Improve document delivery for electronic material by increasing use of and experimenting with dial-up access, Internet connections, shared access to networked CD-ROMs, and other mechanisms.
- Seek additional funding for technology-related services and equipment.
 1. Identify government and nongovernmental grants and other potential sources of financial support to acquire network connections, equipment, and technical expertise.
 2. Propose new legislation for technological grant monies or seek the reallocation of current funding to support connectivity and technological advancement of depository libraries.
- Contribute to planning for the development of the National Information Infrastructure.

1. Support existing liaison programs between library organizations and user groups.
 2. Serve as advocates for public access to government information and assist advocacy efforts by publicizing background information, current developments, and names and addresses of those responsible for information infrastructure planning and policy.
- Create a depository library association which takes advantage of the annual Depository Library Conference, the only national meeting open to all depository librarians.
1. Forge alliances with other information-provider organizations and public interest groups interested in government information dissemination and access issues, policies, and programs.
 2. Establish an internship program to place experienced depository librarians with the Depository Library Program to provide on-site training and depository consulting services. Funding opportunities may include fellowships, grants, paid sabbaticals from depository institutions, or exchange programs.

APPENDIX A

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Area II - Framework for a New Program
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Area III - Revitalization of Current Depository Library Program
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APPENDIX B

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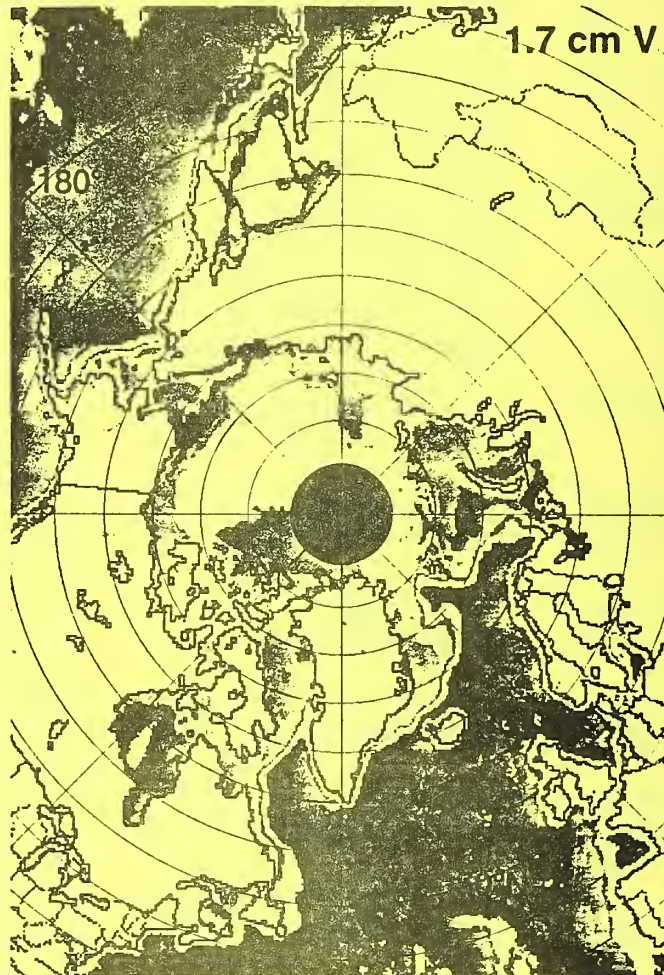


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